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W. L. Peel
Survey - Orr
Reg + Cont
Stt
4 December 1952

Asst. Director for Research and Reports

Chief, Organization and Methods Service

Analysis and Suggestions re Requirements and Control Staff, ORR.

1. In the attached report on page 3 in the last paragraph (1), a reference is made to the lack of a central U. S. Government clearing house for the establishment of intelligence requirements for the whole of the governmental intelligence community. The probability is that you and other senior officials of the Agency have considered this before; however, I am leaving it in the report because it seems significant that the examiner, new in the field of intelligence, was so impressed by the desirability for such a central clearing house.

2. On page 4, paragraph 5 Action Recommended, Item C and Item D make suggestions which come outside of your immediate office. We should be very glad to be of any assistance to you in these matters if you so desire.

W. L. PEEL

1 Attach.
Report

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Assistant Director for Research and Reports

2 December 1952

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[REDACTED], Organization and Methods Examiner

Requirements and Control Staff,
Office of Research and Reports

1. PROBLEM.--Survey to determine the soundness of organizational structure, functions, and procedures of subject Staff (St/C).

The examiner was accorded every courtesy and full cooperation by every member of St/C, which is aware of its problems and seems to welcome assistance. Various improvements have been installed in the past few months such as assignment of readers to specific areas, closer liaison with ORR intelligence analysts, liaison with SOVMAT to solve problems of coordination of operations, and a study to develop a record system to tie together requests for requirements and ORR responses.

2. FACTS BEARING ON THE PROBLEM.

A. Direction and Support.--Lack of adequate coordination and continuity exists in many instances in the channeling of directives, both general and specific, from the Office of the Assistant Director, ORR, to subject Staff. There is also lack of decisive and adequate direction and support from the Office of the Chief, St/C and from the Chief, Control Branch.

B. Organizational Structure.--The organizational structure and functions performed in each segment are outlined in Annex I attached. This structure requires a large percent of supervisory personnel in ratio to employees and requires numerous personnel to be knowledgeable on details of the same functions. Papers flow back and forth across unit lines, require duplicate records. Loss of time, confusion, and duplicate operational liaison within St/C and with other ORR units result.

C. Coordination.

(1) Requirements.--No central U. S. Government clearing house exists for coordination of requests for collection of intelligence information and channeling of incoming intelligence to interested consumers. Within ORR coordination of requirements is the responsibility of each individual analyst. Within CIA, coordination of incoming intelligence is effected by OCD. Weekly meetings of Requirements Chiefs in CIA, chaired by OIC, apparently are concerned with operating problems rather than the substantive requirements needs.

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(2) Routing of Incoming Intelligence.--OCD/Liaison Division reads incoming intelligence reports (except replies to specific requirements) and routes to Branch level in ORR. The Reading Panel, St/C, reads and frequently changes the routing assigned by OCD. Services Section reads and routes replies to specific requirements. OCD/Liaison Division is provided with guide-type requirements of ORR; however, personal contact with ORR analysts and additions/deletions resulting therefrom are the prerogative of St/C readers and are not furnished to OCD. All reports containing economic intelligence are routed to ORR, including those reports not covered by a requirement.

D. EIC Sub-Committee on Requirements and Facilities for Collation.--This committee has a high potential for development of coordinated economic intelligence reporting programs of its member agencies. The only appreciable progress to date has been in the State Department reporting program. The Chief, St/C recognizes the need for expanded programs but stated that there has been a lack of cooperation by the military agencies.

E. Procedures.--Procedures to carry out the assigned functions are rendered cumbersome, duplicative, and time-consuming by the present organizational structure. Dissemination of material to ORR operational units is delayed as much as two weeks by present procedures. Handling of the same material by different units at various steps in processing necessitates frequent briefings within St/C, breaks continuity of action, and lessens the possibility of efficient handling based on thorough knowledge. Details of present procedures are given in Annex II attached.

3. DISCUSSION.

The Office of the Chief, St/C is involved in a number of processes which should not be segregated from the normal processing such as evaluations, SO burn notices, film notices. The ORR Orientation Course is the responsibility of St/C although other ORR training programs are conducted by the O/AD and St/A. The administrative assistant in the Office of the Chief is principally concerned with maintenance of Requirements Branch case folders and files, the only administrative duties being time and attendance reports, St/C locator files on personnel, and preparation of the monthly report from reports furnished by Control and Requirements Branches.

The Control Branch, Services Section, which is supposedly a purely service unit, reads and routes replies to specific requirements which have been issued by the Requirements Branch. Thus, replies, except those on the Moscow Travel Folder program and Soviet and Satellite material, are not processed by the Branch issuing the requirements.

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Requirements analysts and readers must have the same knowledge of ORR intelligence requirements but neither element has responsibility for completed staff action. Requirements issues guides as to intelligence required, and the Reading Panel routes the results of these requirements. Thus, neither unit is in a position to evaluate its effectiveness.

An excellent example of the cumbersome procedures imposed on St/C by its present structure is the processing of evaluations. Partial processing, involving various types of records, takes place in the (1) Office of the Chief, Control Branch, (2) Services Section, Control Branch, (3) three members of the Reading Panel, and (4) Office of the Chief, St/C.

Other examples of complicated processing are specific requirements, SO burn notices, Trade Fair material, OCD control card files.

4. CONCLUSIONS.

A. Direction and Support.--The AD/RR and his staff should consult with and brief the Chief, St/C on all matters which affect his operation either immediately or in program planning. The Chief, St/C and supervisory personnel should be selected on the basis of personal qualities of firmness, self-confidence, and leadership ability combined with diplomacy.

B. Organizational Structure.--Knowledge and talents in specific areas should be unified into a closely knit organization for full utilization and elimination of duplication of effort and training, processing steps, and record keeping. Like units of clerical work should be integrated into one unit and service functions should be separated from substantive operations.

C. Coordination.

(1) Central U.S. Government Clearing House.--ORR should take the initiative in recommending the establishment of a central clearing house for all CIP requirements as the initial step toward the establishment of a central U.S. Government clearing house for requirements and reports. Consideration should be given to the feasibility of recommending that OIC assume this responsibility.

(2) Coordination within St/C.--Responsibility for all substantive actions on the issuance of requirements, reading and routing of replies to requirements, reading and routing of all other intelligence documents, requests for evaluations and responses, should rest in one coordinated requirements staff with competent requirements analysts assigned to specific ORR areas. Thus, actions taken would be based on a thorough knowledge of the area, what information is needed, and the value of the information received. Requirements analysts would

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gradually build up competence to draft requirements, identify gaps in intelligence, and intelligently channel to ORR analysts only those reports which would be of value to him.

(3) Reference Documents.--Reference sources listed on spontaneous requirements are checked by Requirements Branch, St/C and again by OCD/Liaison Division. OCD briefs collectors in other agencies on each spontaneous requirement issued. There is no necessity for two checks of the same reference documents within CIA before issuance of the requirement. The examiner also feels that briefings should be given only at the request of the collector and should be given by the analyst making the requirement.

(4) Duplicate Reading/Routing.--Since experience has demonstrated that OCD routing below the ORR level must be changed frequently by ORR readers, action should be taken to eliminate this duplication.

(5) Extraneous Material.--The examiner believes that ORR analysts should receive only those documents dealing with the current project. To supplement this information, he could receive the CIA Library monthly accessions lists and intellofax runs of abstracts from economic intelligence documents.

D. EIC Sub-Committee on Requirements and Facilities for Collation.--The Chief, St/C should be free to devote a major portion of his time to a campaign for development of coordinated reporting programs. He should be assisted in the issuance of ORR guide-type requirements by the Chief, Requirements Branch and program officers recommended in the organization chart attached as Annex I.,B.

5. ACTION RECOMMENDED.

- A. Designation of one member of the staff of the AD/RR to channel pertinent directives and information to St/C.
- B. Re-organization of St/C as outlined in Annex I.
- C. Initiate discussions with OIC regarding a clearing house for CIA requirements.
- D. Reach agreement with OCD regarding reference document check and routings of documents within ORR.
- E. Submit proposed plan to EIC Sub-Committee for development of coordinated reporting programs.
- F. Preparation by the examiner of ORR Regulations incorporating the details of procedures outlined in Annex III.
- G. Transfer of the ORR Orientation Course to St/A.

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ANNEXES:

- I - Chart of St/C Present Organization and Functions.
Chart of St/C Recommended Organization and Functions.
- II - Details of St/C Functions and Present Procedures.
- III - Recommended Procedures.

CONCURRENCES:

[REDACTED] CHIEF
Organization and Methods Service

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(Date)

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